


Amendment #3 of A Plan for the Neighborhoods of the 5th Ward was adopted by the City of St. Louis Planning Commission.

CERTIFIED COPY


Earl Strauther, Chairman
Planning Commission
File No. PDA-001-02-NBD


Date

To: City of St. Louis Planning Commission
From: Don Roe, Executive Director
Subject: Resolution for Amendment #3 of the Plan for the Neighborhoods of the 5th Ward
Date: April 1, 2020

File No. PDA-001-02-NBD
Final Version Approved April 1, 2020
All text revisions per the Planning Commission are shown in red font

Summary

Submittal: Amendment of Neighborhood Plan for Planning Commission review and adoption in light of the proposed Doorways development. For a brief summary of the proposed changes, please see the bold text below.

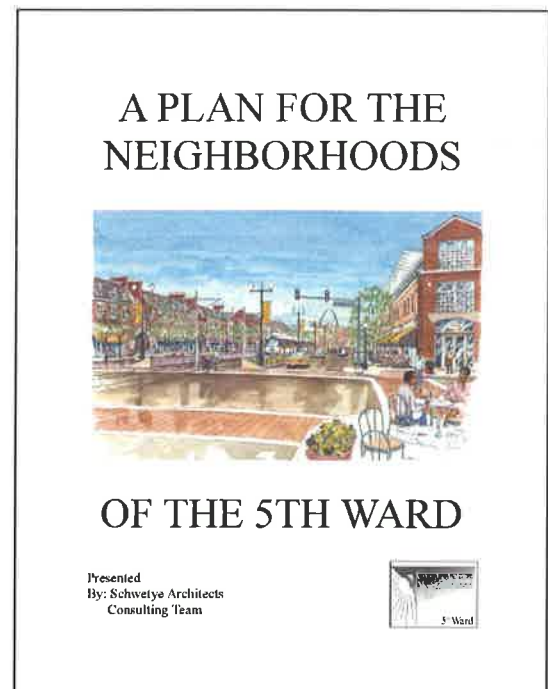
A Plan for the Neighborhoods of the 5th Ward was adopted as a Neighborhood Plan by the Planning Commission on March 6, 2002. The plan covers four entire neighborhoods and portions of four other neighborhoods. The Plan for the Neighborhoods of the 5th Ward has been amended twice, most recently, to accommodate the relocation of the National Geospatial-Intelligence Agency (NGA)

At the present time, Doorways, the largest housing agency in Missouri that serves individuals and families affected by HIV/AIDS and homelessness, is proposing a new 3-acre campus in the JeffVanderLou neighborhood for an area generally bounded by Gamble Street on the north, North Jefferson Avenue on the east, Mills Street on the south, and Elliott Avenue on the west. The proposed Doorways campus redefines the proposed land uses, street network, zoning map and related issues of the Plan for the Neighborhoods of the 5th Ward, and brings new development to an area of the city that has not seen much new development for several decades.

This proposed Neighborhood Plan Amendment would impact the following items/concepts:

- **Change the proposed land use within a two-block area generally bounded by Gamble St (on the north) N Jefferson Ave (on the east), Mills St (on the south) and Elliott Ave (on the west) from retail trade (multiple/various) to a mixed use; and**
- **Change the proposed zoning designation within the same two-block area from “F” Neighborhood Commercial to “G” Local Commercial and Office; and**
- **Allow for the re-platting of parcels in the same area and remove rights-of-way within the two block area.**

This resolution for Amendment #3 of the Plan for the Neighborhoods of the 5th Ward on the PDA website and at PDA’s office before a presentation and public hearing to be held at the April 1, 2020 Planning Commission meeting.



Recommended Action

That the Planning Commission finds Amendment #3 of the Plan for the Neighborhoods of the 5th Ward, as detailed in this resolution, to be in conformity with the City's Strategic Land Use Plan's Neighborhood Commercial Area (NCA), and thus **adopts Amendment #3 of the Plan for the Neighborhoods of the 5th Ward.**

1.0 Background

Doorways Organization

At the present time, Doorways, the largest housing agency in Missouri that serves individuals and families affected by HIV/AIDS and homelessness, is proposing a new 3-acre campus in the JeffVanderLou neighborhood for an area of vacant land generally bounded by Gamble Street on the north, North Jefferson Avenue on the east, Mills Street on the south, and Elliott Avenue on the west. With their \$23 million capital campaign nearing completion, the interfaith nonprofit expects to break ground this fall. Doorway's emphasis on housing as part of its services for the population is a novel approach among groups that assist people with HIV/AIDS. Rise is the development consultant, Trivers is the architect, and BSI Constructors is the general contractor for the project.

According to Doorways President and CEO Opal Jones, it was very intentional to land on Jefferson Avenue with the first branded building Doorways has ever had with its name on it. What may seem like a small gesture to some – having an actual Doorways sign at the entrance of the new headquarters – is a large gesture to welcome the agency's clients and to publicly rebuke and defy any stigma that anyone might attach to living with HIV or AIDS.

When it was adopted as a Neighborhood Plan by the Planning Commission on March 6, 2002, the Plan for the Neighborhoods of the 5th Ward provided a much-needed framework to shape a new vision for an area north of downtown St. Louis which has not seen much development for decades. The plan covers four entire Neighborhoods (St. Louis Place, Carr Square, Columbus Square, and Old North St. Louis) and portions of four others (Downtown West, JeffVanderLou, Near North Riverfront, and Hyde Park). Only a small portion of the JeffVanderLou neighborhood is in the Plan.

The mixed use development will take place in two phases. In the first phase, will be used to fund a new programmatic and administrative headquarters for the organization, along with 50 housing units, particularly for those in emergency situations (i.e. those coming directly out of homelessness and affected by HIV). Assisted by the use of \$9.5 million in low-income tax credits from the Missouri Housing Development Commission, along with additional funding from the Affordable Housing Trust Fund through the City of St. Louis, phase 1 is expected to be complete by the end of 2021. Phase 2 of the expansion project will unfold on the same three-acre campus and will include a minimum of 30 permanent supportive housing units. Phase 2 is anticipated to be about 5 years away. The expansion plans also call for two elements of retail serving both customers or visitors to the Doorways campus.

Neighborhood Plan

The Plan for the Neighborhoods of the 5th Ward has been amended twice previously. Amendment #1 was approved by the Planning Commission on June 2, 2004 and facilitated the development of a multiple-family elderly housing facility in the St. Louis Place Neighborhood. Amendment #2 was approved by the Planning Commission on February 4, 2015 and facilitated the relocation of the National Geospatial-Intelligence Agency (NGA). Additionally, since it has been almost 20 years since the Plan for the Neighborhoods of the 5th Wards was adopted, a new (updated) plan for a significant portion of the geography, via Project Connect, is funded and scope is defined.

In light of the proposed Doorways project, Amendment #3 includes changing the proposed land use within this two-block area from retail trade to mixed use, changing the proposed zoning within the same two-block area from "F" Neighborhood Commercial to "G" Local Commercial and Office, and consolidating and/or re-platting of parcels. Over several months, the Doorways organization has engaged with the adjacent neighborhoods via Project Connect, as well as with the schools and organizations in the area to ensure the proposed development is in line with the desires of the community.

Exhibit 'A1'-'A4' attached to this resolution provide visual examples of the changes proposed to the Neighborhood Plan. Additionally, Exhibit 'B' provides a rendering and a site plan provided by Doorways. A letter from Doorways summarizing and outlining the neighborhood and community outreach the organization has done in connection with this project to date, is provided in Exhibit 'C'. Finally, a letter of support from Project Connect is provided as Exhibit 'D'.

See the April 1, 2020 Planning Commission meeting minutes attached to this resolution as Exhibit 'E'.

Specific Changes of Amendment #3

Page 1-19 (Proposed Land Use)

- Change the Proposed Land Use Plan map between Gamble, Jefferson, Mills and Elliott from Retail Trade (Multiple, various) to Mixed Use
- Remove the Stoddard right-of-way shown in this map between Elliott and Jefferson

Page 12-12 (Proposed Land Use – JeffVanderLou Focus Area)

- Change the Proposed Land Use Plan map between Gamble, Jefferson, Mills and Elliott from Retail Trade (Multiple, various) to Mixed Use
- Remove the Stoddard right-of-way shown in this map between Elliott and Jefferson

Page 12-13 (Proposed Zoning – JeffVanderLou Focus Area)

- Change the Proposed Zoning map between Gamble, Jefferson, Mills and Elliott from F Neighborhood Commercial to G Local Commercial and Office
- Remove the Stoddard right-of-way shown in this map between Elliott and Jefferson

Page 20-4 (Proposed Zoning)

- Change the Proposed Zoning map between Gamble, Jefferson, Mills and Elliott from F Neighborhood Commercial to G Local Commercial and Office
- Remove the Stoddard right-of-way shown in this map between Elliott and Jefferson

Public Hearing/Public Comments

- Public comments are being solicited via public notices published in The City Journal and the St. Louis Daily Record on Tuesday, March 10, 2020. Public comments can be made by contacting Cecilia Dvorak at PDA via email at dvorakc@stlouis-mo.gov or by telephone at (314) 657-3873. The public notice includes information about Amendment #3 to the Plan for the Neighborhood of the 5th Ward that is posted on the City's webpage at <http://www.stlouis-mo-gov/planning>
- A public hearing will be conducted by the Planning Commission at its April 1, 2020 meeting. Interested members of the public will be able to speak at the public hearing, following a presentation on the content of Amendment #3 to the Plan for the Neighborhoods of the 5th Ward

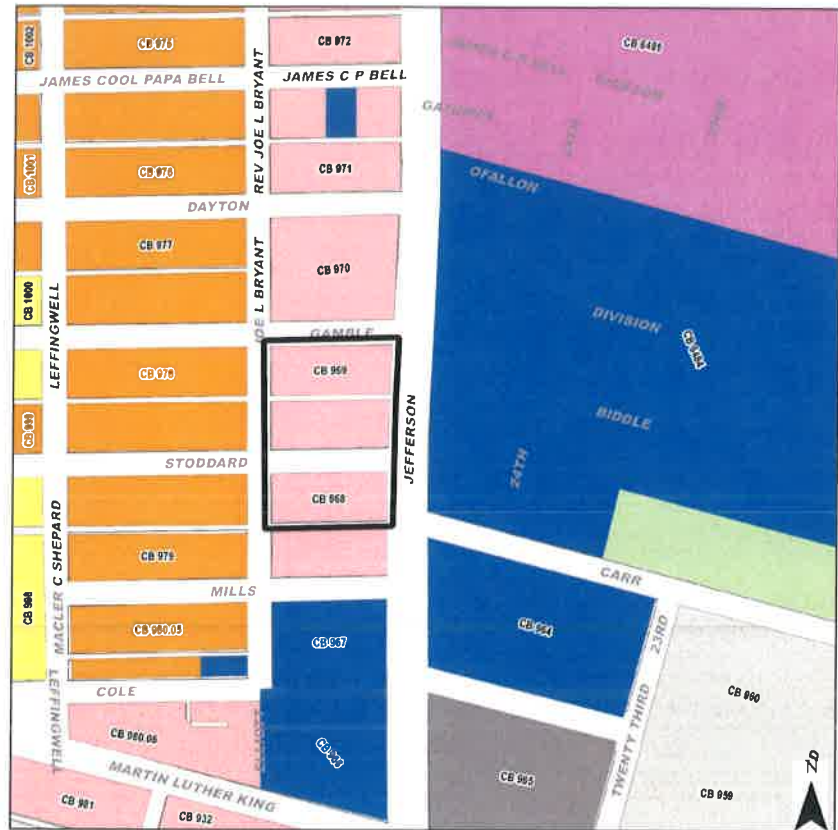
2.0 Comments

The City's Strategic Land Use Plan (SLUP) designates the Amendment #3 Area as a Neighborhood Commercial Area (NCA).

NCA: "Areas where the development of new and the rehabilitation of existing commercial uses that primarily serve adjacent neighborhoods should be encouraged. These areas include traditional commercial streets at relatively major intersections and along significant roadways where commercial uses serve multiple neighborhoods or where the development of new commercial uses serving adjacent neighborhoods is intended. Mixed use buildings with commercial at grade and a mix of uses on upper floors are an ideal type within these areas. These areas may include higher density mixed use residential and commercial and may initially include flexibility in design to allow ground floor uses to change over time e.g., ground floor space that can transition from residential to commercial use as the local demand for retail goods and services strengthens in the area."

The Amendment #3 area, is located within a larger area where Neighborhood Commercial Area (NCA) runs for several continuous blocks along the western side of N. Jefferson Avenue, while a mixture of Specialty Mixed Use Area (SMUA) and Institutional Preservation and Development Area (IPDA) make up the eastern side of N. Jefferson Avenue. And, to the west of this strip of Neighborhood Commercial Area (NCA) is an area defined as Neighborhood Development Area (NDA).

PDA staff finds the proposed changes of Amendment #3 – which includes changing the proposed land use within this two-block area from retail trade to mixed use, changing the proposed zoning within the same two-block area from "F" Neighborhood Commercial to "G" Local Commercial and Office, and consolidating and/or re-platting of parcels – are in conformity with the City's Strategic Land Use Plan and consistent with the overall vision of the Plan for the Neighborhoods of the 5th Ward.



Strategic Land Use Categories

Neighborhood Preservation Area	Business/Industrial Preservation Area
Neighborhood Development Area	Business/Industrial Development Area
Neighborhood Commercial Area	Institutional Preservation and Development Area
Regional Commercial Area	Specialty Mixed Use Area
Recreational and Open Space Preservation	Opportunity Area

2.1 Public Input

The Planning Commission will hold a presentation about Amendment #3 and then conduct a public hearing on Amendment #3 of the Plan of the Neighborhoods of the 5th Ward at its April 1, 2020 meeting.

The Presentation and Public Hearing, as well as the vote for the Adoption of Amendment #3 of Plan were held at the April 1, 2020 Planning Commission meeting. An account of the Presentation and Public Hearing, as well as the Adoption vote, at the April 1, 2020 Planning Commission meeting is available in an excerpt of the meeting minutes (see Exhibit E).

2.2 Previous Commission Action

The Planning Commission adopted the Plan for the Neighborhoods of the 5th Ward as a Neighborhood Plan at its March 6, 2002 meeting.

The Planning Commission adopted Amendment #1 of the Plan for the Neighborhoods of the 5th Ward at its June 4, 2004 meeting.

The Planning Commission adopted Amendment #2 of the Plan for the Neighborhoods of the 5th Ward at its February 4, 2015 meeting.

2.3 Requested Action

City of St. Louis Ordinance #64687, Section 12 states: "The Planning Commission may direct the Agency Director to prepare Neighborhood Plans or plans relating to combinations of neighborhoods, Topical Plans, or other plans addressing issues deemed to be of importance to the city. In all cases the Planning Commission shall have the right to review, modify, and adopt or reject such plans."

Requested Recommendation

That the Planning Commission finds Amendment #3 of Plan for the Neighborhoods of the 5th Ward as detailed in Section 1.0 of this resolution to be in conformity with the City's Strategic Land Use Plan's Neighborhood Commercial Area, and is consistent with the overall vision of the Plan for the Neighborhoods of the 5th Ward, and **adopts Amendment #3 of the Plan for the Neighborhoods of the 5th Ward**; and further that the Planning Commission directs the Executive Director of the Planning and Urban Design Agency to amend, modify and otherwise update materials, computer files and other records pertaining to the Plan for the Neighborhoods of the 5th Ward.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY OF ST. LOUIS PLANNING COMMISSION AS FOLLOWS:

1. Amendment #3 of the Plan for the Neighborhoods of the 5th Ward is hereby found to be in conformity with the City's Strategic Land Use Plan and follows the spirit of the Plan for the Neighborhoods of the 5th Ward by addressing the overarching desire to see new development come to an area of the city which has not seen much new development in several decades, and adopts Amendment #3 of the Plan for the Neighborhoods of the 5th Ward.
2. The Executive Director of the Planning and Urban Design Agency is hereby directed to amend, modify and otherwise update materials, computer files and other records pertaining to the Plan for the Neighborhoods of the 5th Ward in accordance with the intent and specifics of this resolution.
3. The Executive Director of the Planning and Urban Design Agency is hereby directed to notify the Board of Aldermen of its adoption of Amendment #3 of the Plan for the Neighborhoods of the 5th Ward.

EXHIBIT A1

Introduction

Proposed Land Use Map

LAND USE CATEGORIES	
	SINGLE FAMILY
	2 FAMILY
	3-4 FAMILY
	MULTI FAMILY
	MIXED USE
	RETAIL TRADE (MULTIPLE, VARIOUS)
	OFFICES
	LIGHT INDUSTRIAL
	HEAVY INDUSTRY
	TRANSPORTATION, UTILITIES, OR COMMUNICATIONS
	INSTITUTIONAL - COMMUNITY FACILITIES
	PARKS & RECREATION
	VACANT LAND/ BUILDINGS



Proposed Change

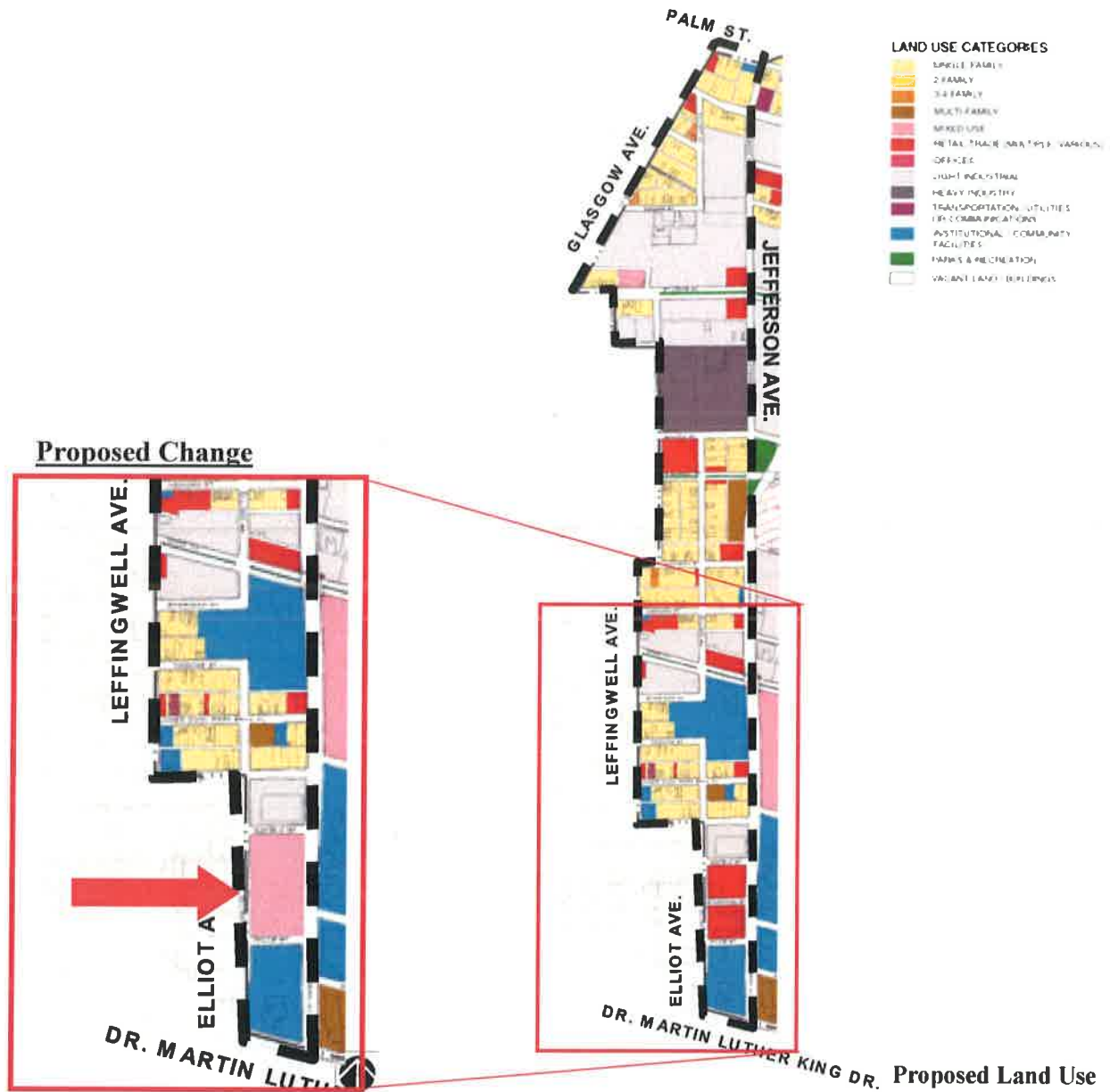
A Plan for the Neighborhoods of the 5th Ward of St. Louis



1-19

EXHIBIT A2

JeffVanderLou Focus Area



12-12



A Plan for the Neighborhoods of the 5th Ward of St. Louis

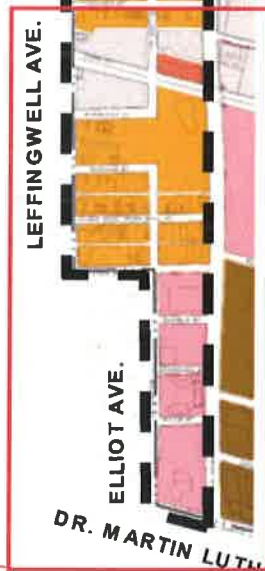
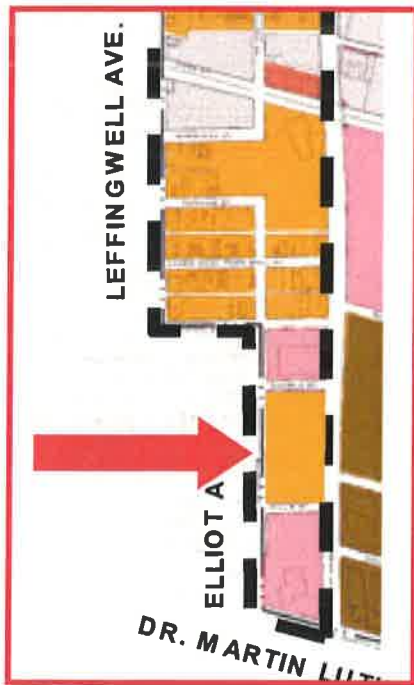
EXHIBIT A3

JeffVanderLou Focus Area



- Zoning Legend**
- A Single Family
 - B Two Family
 - C Multiple Family
 - D Multiple Family
 - E Multiple Family
 - F Neighborhood Commercial
 - G Local Commercial And Office
 - H Area Commercial
 - I Central Business District
 - J Industrial
 - K Unrestricted
 - L Jefferson Memorial
 - Not Zoned

Proposed Change



Proposed Zoning

A Plan for the Neighborhoods of the 5th Ward of St. Louis



12-13

EXHIBIT A4

Implementation

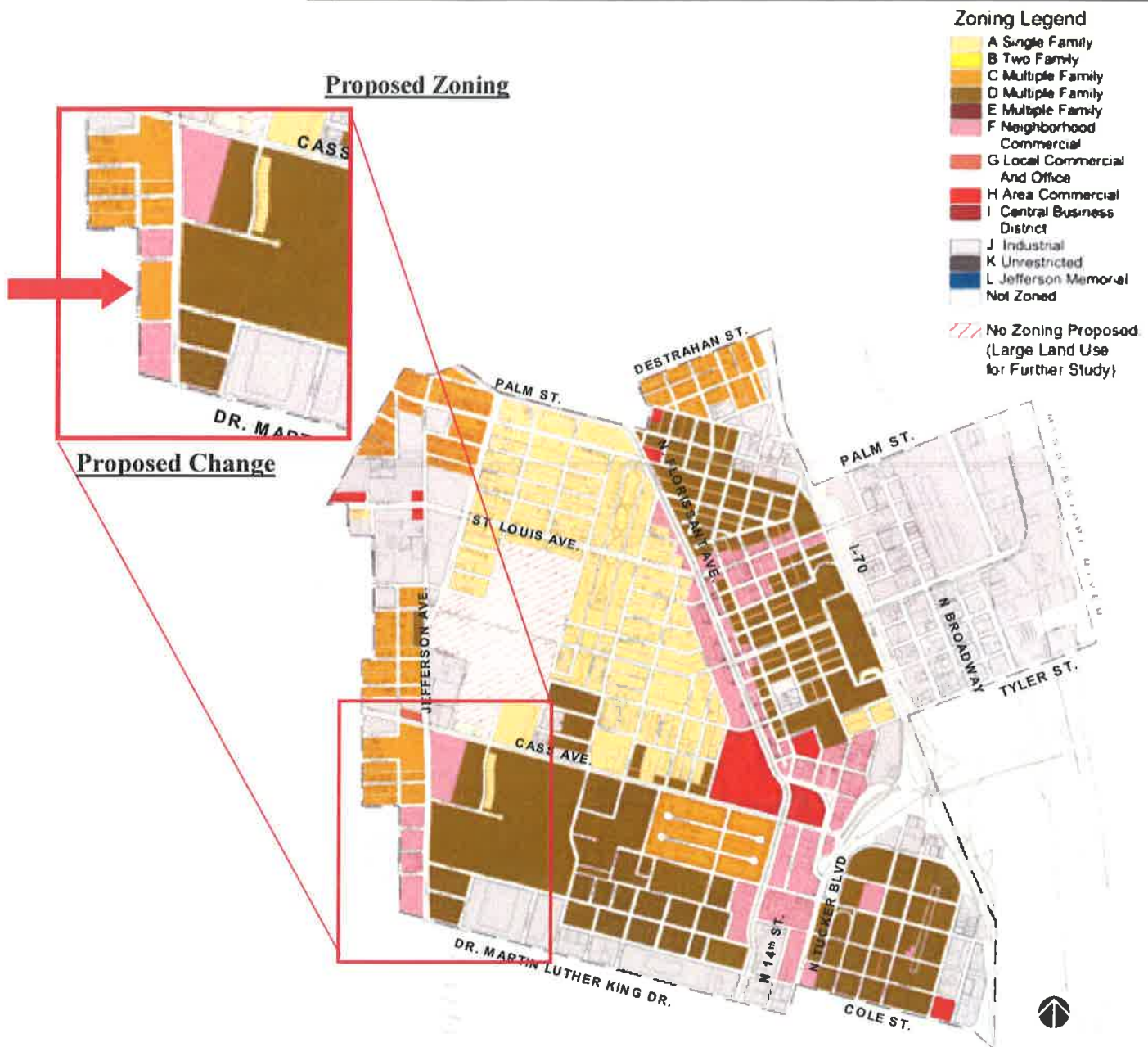
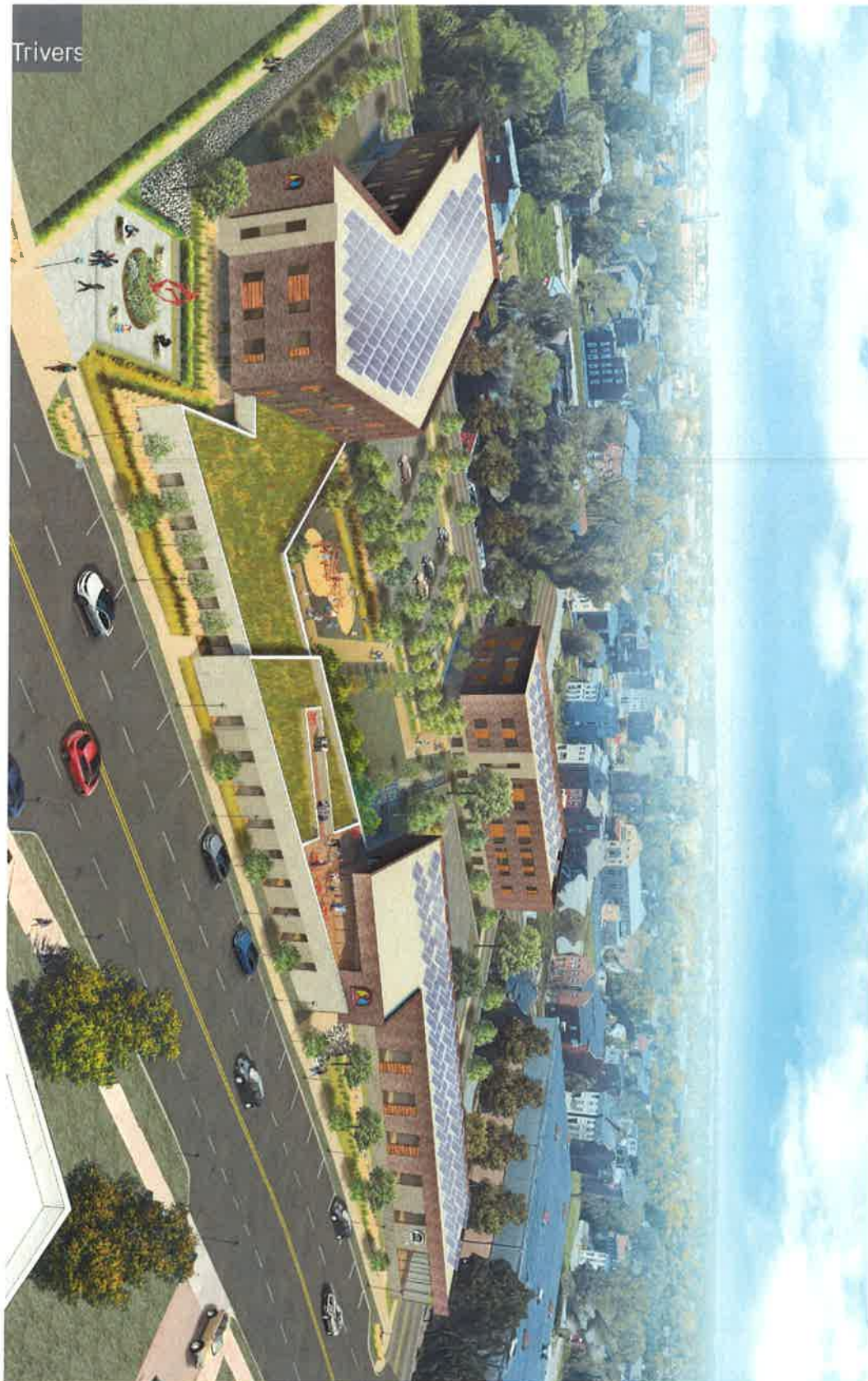


EXHIBIT B
Site Rendering – Doorways Mixed Uses



1000000

574

AS-2017

5

1

BIO SWALE

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LAWN

50

SIDEWALL

CURP
FUTU
PRO.
BOU
CON
SIDE

41

99

24

TRASH

TRASH

100-0000



EXHIBIT C

Community Engagement Summary Letter

March 3, 2020

Opal M. Jones
President and CEO

Board of Directors

Jay Moore, MD
Chairperson

Ed Giganti
First Vice Chairperson

Rabbi Dale Schreiber
Second Vice Chairperson

Steven Bott
Treasurer

Keith Thompson
Secretary

John Beatty
Kim Bouldin-Jones
Michael Brave
The Rev. Tom French
Jim Hinrichs, MD, MPH
Ron Jagels
Jay Joern, DDS
The Rev. Mark Kozelec
Eric Madkins
Justin Meyer
The Rev. Dr. Jeff Moore
Otha Myles, MD
Tony Potts
Gene Pulliam
Patrice Pye, PhD
January Realista
Mary Schoolman
Steven Scott
Andrew Shaughnessy
Devon Wallace
The Rev. Kathleen Wilder

Cecilia Dvorak
Senior Planner
Planning and Urban Design Agency
City of St. Louis
1520 Market Street, Suite 2000
St. Louis, MO 63103

Re: DOORWAYS 2.0 – Community Engagement

Interfaith Residence, DBA DOORWAYS, is proposing the development of a new mixed use, headquarters campus facility at the southwest corner of N. Jefferson Avenue and Gamble Street in the City of St. Louis. The development will include a mix of administrative offices, programs and services, housing, and retail uses.

The following summarizes DOORWAYS' community engagement activities in connection with the proposed redevelopment.

July 9, 2019 – DOORWAYS staff, together with Trivers Architects (Trivers) and Rise Community Development (Rise) participated in the N. Jefferson design charrette, engaged designers regarding proposed Stoddard and alley vacations, sidewalk, circulation alternatives.

July 19, 2019 – DOORWAYS and Rise presented the proposed redevelopment plan to Alderman Brandon Bosley to seek feedback from the alderman about the proposed development.

August 22, 2019 – DOORWAYS and Rise presented and answered questions about the proposed development at a community meeting for Jeff Vander-Lou neighborhood residents held at Thessalonian Baptist Church, organized by Jay Watson of St. Louis Development Corporation, and attended by Pastor Andre Holman, Bobby Bonner (area developer/partner with Holman), community residents, Cecilia Dvorak (planning), Jay Watson (Project Connect), and Aldermen Brandon Bosley and Marlene Davis.

August 29, 2019 – DOORWAYS presented the proposed project to Principal Darwin Young and administrative staff at Carr Lane VPA Middle School.

4385 Maryland Avenue
St. Louis, MO 63108
314-535-1919
Fax: 314-535-0909

www.doorwayshousing.org

September 3, 2019 – DOORWAYS presented the proposed project and discussed collaboration with LaSalle Middle School Head of School Lashonda Boone and administrative staff.

September 3, 2019 – DOORWAYS presented the project and addressed the concerns of Principal Dr. Shaw, and other administrative staff of Gateway Middle School.

September 10, 2019 – DOORWAYS presented the project to the administrative staff and Principals Karen Austi-Lindsey and Petra Baker at Gateway Michael and Gateway Elementary Schools.

September 18, 2019 – DOORWAYS presented and answered questions about the proposed project to the LaSalle Middle School Board of Directors.

September 19, 2019 – DOORWAYS presented the proposed project and discussed collaboration with Executive Director Kelly Garrett and other administrative staff of the KIPP St. Louis Schools.

September 26, 2019 DOORWAYS and Rise presented and answered questions about the proposed development at a Project Connect community meeting, held at Flance Early Education Center attended by Don Roe and Jay Watson.

March 19, 2020 – DOORWAYS and Rise will present the proposed project and answer questions at the request of the St. Louis Place Neighborhood Association meeting at the Griot Museum of Black History.

Please advise if you have any questions regarding the above or need additional information.

Sincerely,



Opal M. Jorjes
President & CEO
DOORWAYS

EXHIBIT D

Project Connect Letter of Support



Executive Director Don Roe
Director of Planning
City of St. Louis Planning Department
1520 Market Street
St. Louis, MO 63103

January 09, 2020

Dear Director Roe,

The DOORWAYS 2.0 investment in the North St. Louis area will yield significant local benefits. DOORWAYS is a tremendous asset to the St. Louis community providing high-quality housing, and social services to those impacted by HIV/AIDS.

Project Connect is a City of St. Louis initiative that aligns the people, plans and economic/community development projects in North St. Louis. The relocation of DOORWAYS' campus will holistically address these issues, and effectively serve the community and greater St. Louis region. Specifically, the project addresses major public health, blight, and homelessness issues. This DOORWAYS campus will serve as an important asset to the St. Louis region.

In 2016 the City of St. Louis embarked on a mission to relocate the National Geospatial-Intelligence Agency West and its 3,150 employees to a new campus located within the historical St. Louis Place Neighborhood, just north of the proposed DOORWAYS campus. The relocation of the NGA will create the incremental investment needed to revitalize the City. As real estate development activities increase in the area, DOORWAYS 2.0 project will provide the affordability demanded to create a holistic community.

The **DOORWAYS 2.0 Project** will improve access to housing, public health and social services and safety issues clearly identified by residents and business owners alike.

Simultaneously, investments are underway along major commercial corridors in the North St. Louis area that will be of great benefit, and more developments will occur. As a result, a diverse range of residents, business owners, and community leaders have joined in supporting the project. Project Connect is working close with the necessary departments to make this project a success.

Project Connect has facilitated 2 public meetings between the DOORWAYS team and the Project Connect Neighborhood Working Group and the JeffVanderLou Neighborhood Association. The Neighborhood Working Group is a coalition of 18 North St. Louis neighbors representing the 8 contiguous neighborhoods surrounding the future home of the National Geospatial-Intelligence Agency (NGA) in St. Louis Place Neighborhood. The eight neighborhoods Project Connect serves include; St. Louis Place, Old North St. Louis, JeffVanderLou, Carr Square, Columbus Square, Hyde Park, Near North Riverfront and Downtown West.



The JeffVanderLou Neighborhood Association is a coalition of residents residing within the JeffVanderLou neighborhood, west of the NGA site. Minister Andre Logan presides over the group and welcomed the DOORWAYS team to their meeting location at Thessalonian Baptist Church at 1523 Webster Ave. on August 22, 2019. There were 13 people in attendance including 19th Ward Alderwoman Marlene Davis and 3rd Ward Alderman Brandon Bosley. In addition to the elected officials in attendance, St. Louis Community College - Harrison Center and SLACO representatives met with DOORWAYS officials. Attendees were excited and fully supportive of the project including the necessary street vacations to make this project a success. JeffVanderLou neighbors wanted to ensure that DOORWAYS offered an alternative pedestrian route to remedy the relocation of mid-block crossings at Stoddard/ N. Jefferson Ave to access the Gateway School Complex, La Salle School and Carr-Lane VPA School east of Jefferson Avenue.

On September 26, 2019, the DOORWAYS team presented their planned development project to the Project Connect Neighborhood Working Group. Meeting attendees included representatives from the St. Louis Place, JeffVanderLou, Old North St. Louis, Carr Square and Columbus Square neighborhoods. Similar to the prior meeting with the JeffVanderLou Association, the Project Connect Neighborhood Working Group wanted assurance that DOORWAYS would explore alternative pedestrian options at Stoddard Avenue.

For all of these reasons we strongly recommend that the City of St. Louis Planning Commission approves the **DOORWAYS 2.0 Project** for the necessary actions to make this project a success. This is an important project with local and regional benefits. Thank you for your consideration.

Best Regards,

A handwritten signature in black ink, appearing to read 'Ja-Mes Watson', with a stylized flourish at the end.

Ja-Mes "Jay" Watson, III
Project Connect Manager

Exhibit E

Excerpted Minutes from April 1, 2020 Planning Commission

The Commission took up item 3, PDA-001-02-NBD - Conduct Presentation and Public Hearing for Proposed Amendment #3 for the Plan for the Neighborhoods of the 5th Ward JeffVanderLou Focus Area – JeffVanderLou (CB 969 & 968). Opal Jones provided an overview of the Doorways organization and their project to develop a new campus on North Jefferson. Cecilia Dvorak introduced the item and provided background about the proposed amendment. Chair Strauther requested a motion to open the public hearing, and Alderman Boyd moved to open the public hearing and Jake Banton seconded. Previous roll was requested and the motion passed with the following Commissioners voting aye: Alderman Boyd, Jake Banton, Rich Bradley, Tracy Boaz, Steve Conway, Mary Goodman, Randy Vines, Chair Strauther.

Jay Watson, SLDC, spoke in favor of the project.

As there were no other members of the public wishing to speak, Commissioner Vines moved to close the public hearing and Commissioner Bradley seconded. Previous roll was requested and the motion passed with the following Commissioners voting aye: Alderman Boyd, Jake Banton, Rich Bradley, Tracy Boaz, Steve Conway, Mary Goodman, Randy Vines, Chair Strauther.

The Commission took up item 4, PDA-001-02-NBD - Proposed Amendment #3 for the Plan for the Neighborhoods of the 5th Ward JeffVanderLou Focus Area – Adoption of Plan Amendment – JeffVanderLou (CB 969 & 968). Cecilia Dvorak presented the resolution. Following questions from the Commissioners, Commissioner Conway moved to approve the resolution and Commissioner Vines seconded. Following a roll call vote the motion passed with the following Commissioners voting aye: Alderman Boyd, Jake Banton, Rich Bradley, Tracy Boaz, Steve Conway, Mary Goodman, Randy Vines. Chair Strauther abstained.